DOCUMENT RESUME

ED 030 448 LI 001 378

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Combined Operation of the Tacoma Public Library and the Pierce County Library, An Analysis of the Question of a Merger of the Tacoma Public Library and the Pierce County Library.

Spons Agency-Washington State Library, Olympia.
Pub Date 68
Note-33p.
EDRS Price MF-$0.25 HC-$1.75
Descriptors-Contracts, Financial Support, Library Facilities, *Library Planning, Library Services, *Mergers, *Organizational Change, Personnel, *Public Libraries, *Regional Libraries

This study was conducted to determine the advantages and disadvantages of the Tacoma Public Library and the Pierce County Rural Library District (1) merging into a regional library, (2) federating for partial joint operations, or (3) continuing as independent entities with a service contract arrangement. The basic recommendation is that at this juncture each of the two libraries under consideration retain its present legal structure and that they together negotiate a contract to merge. This partial amalgamation is to be recognized as a first, compromise step, made necessary by the current financial inequities, toward what is clearly indicated as being the best public library structure presently known for this situation, the regionalization of the libraries in Pierce County. Specific recommendations for the immediate merger are discussed in sections of the report on organization, finances, personnel, services and physical facilities. (JB)

EDO 30448

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COMBINED OPERATION
of the
TACOMA PUBLIC LIBRARY
and the
PIERCE COUNTY LIBRARY

An Analysis of the Question of a Merger of the *Tacoma Public Library* and the *Pierce County Library*

By

Lura Gibbons Currier

LI 001378

Jackson, Mississippi
1968

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LETTER OF TRANSMITTAL

To the Boards of Trustees of the Tacoma Public Library and the Pierce County Rural Library District

In compliance with your request to the Washington State Library for "An intensive study of the advantages and disadvantages of the Tacoma Public Library and the Pierce County Library District 1) Merging into a Regional Library; 2) Federating for partial joint operations; or, 3) Continuing as independent entities with a 'service contract' arrangement" the Washington State Library engaged Mrs. Lura G. Currier, then Director of the Mississippi Library Commission, to make this study.

This study has now been completed and we are pleased herewith to transmit to you a copy of the full Report, entitled:

COMBINED OPERATION
OF THE
TACOMA PUBLIC LIBRARY
and the
PIERCE COUNTY LIBRARY

A copy of this Report is being filed at the same time with the Washington State Library in fulfillment of our contract with them to perform this Special Assignment.

Signed Lura G. Currier
(Mrs. Lura G. Currier)
Library Consultant

Dated: January 29, 1968

ACKNOWLEDGMENT

That no person ever really accomplishes anything alone is amply illustrated in a task such as this analysis. That the task becomes pleasant and enjoyable in proportion to the cooperative attitude of the people involved is equally true. Measured in those terms, this has been truly a "pleasant and enjoyable" task, thanks to the personal kindnesses and professional assistance given the analyst by the trustees and staffs of the two libraries. Their cordial acceptance of yet another surveyor (This has been only one of many who have had to turn to them for assistance in the current series of studies of the various aspects of library service in Pierce County) left nothing to be desired. Of particular significance, too, has been the laissez faire attitude of objectivity on the part of the Washington State Library. Such freedom in which to operate results in untrammeled imagination and unquestioned blame - both hallmarks of government at its best in the only type of democratic society in which true library service can flourish.

Lura G. Currier

Jackson
Mississippi
January
1968

COMBINED OPERATION OF THE TACOMA PUBLIC LIBRARY AND THE PIERCE COUNTY LIBRARY

An Analysis of the Question of a Merger

The circumstances resulting in this analysis are familiar enough not to merit any extensive review. It is sufficient to relate that out of an expressed desire on the part of the boards of trustees of the Tacoma Public Library and the Pierce County Library to "explore any and all methods by which economies may be made in the interests of obtaining better library service for the funds now being expended" a survey was authorized by the Washington State Library under its legal responsibility "to make studies and surveys of public library needs." John S. Richards, retired Director of the Seattle Public Library, and Gretchen Knief Schenk, former Washington State Librarian, conducted this Survey and filed their formal report in August 1965.

During 1966 considerable work was done on a cost study of the book processing activities in the various public libraries in Pierce County directed toward carrying out this first priority recommendation of the Richards-Schenk Survey: ." ... that a joint processing center for all libraries in the county be organized immediately as the first combined effort of all libraries."

Two other recommendations of the Richards-Schenk Survey received subsequent attention:

(1) " ... a thorough study of the community library building needs should be jointly undertaken by the District and the Tacoma boards of library trustees."

(2) "It is strongly recommended that the Library District and the Tacoma Public Library join forces in order that there be one headquarters library to house all of the administrative and advisory services for the combined programs" and "It is strongly urged that the Library District and the Tacoma Public Library agree in principle on the direction they wish to explore in depth and request of the Washington State Library assistance in specific analysis and planning."

To carry out (1) of these recommendations the Washington State Library engaged the part-time services of Herbert F. Mutschler, Director of the King County Library, and Roman Mostar, Assistant Librarian of the Seattle Public Library, as building consultants to make a Tacoma-Pierce County Location Study. Their preliminary report was filed in November, 1967.

In the meantime, extensive efforts were being made by the Washington State Library to locate a librarian with time and qualifications to make the analysis recommended in (2) of the above quoted Richards-Schenk proposals. In late October of 1967 Mrs. Lura G. Currier, summer school lecturer in the School of Librarianship at the University of Washington on leave as Director of the Mississippi Library Commission, was engaged to:

> "Make an intensive study of the advantages and disadvantages of the Tacoma Public Library and the Pierce County Library District:
>
> 1. Merging into a Regional Library
> 2. Federating for partial joint operations
> 3. Continuing as independent entities with a 'service contract' arrangement."

The charge setting up Mrs. Currier's assignment further stated: "This analysis is to become a part of the total long range review of library service in Tacoma and Pierce County."

This COMBINED OPERATION OF THE TACOMA PUBLIC LIBRARY AND THE PIERCE COUNTY LIBRARY is a Report filed in late January 1968 as an attempt to fulfill this assignment.

BASIC CONSIDERATIONS

Many important and significant questions pervaded the climate in which this analysis was made. These represented pertinent problems which demanded answers before any plan was forthcoming that would result in improved library services for all of the people with the monies currently available.

One basic question overshadowed all the others:

SHOULD THE TWO LIBRARIES MERGE THEIR OPERATION AND

IF SO, TO WHAT EXTENT AND HOW?

The answer to this basic question was colored by one overriding concern: Can two libraries, so unequal in support and facilities and so different in operation and service pattern, be joined together in any cooperative relationship that would be mutually beneficial to both libraries and not diluting to either; that would build on the similarities between the two systems while it accepted and respected the obvious and unavoidable differences?

Auxiliary questions which needed answers were:

1. Do major differences in ideals of service and philosophy of librarianship exist?

2. Are the differences in operation the result of habit, historical approach, personnel utilization, administrative leadership, or fundamental concepts?

3. What significance will the rural vs. urban character of the two "publics" have upon unified operation?

4. Are there differences in employee benefits which cannot be reconciled? Pay ranges? Attitudes toward service? Attitudes of each system's employees toward those of the other system? Administrator-staff relationships?

The analysis proceeded along the lines of seeking answers to the above questions. The format in which these questions have been answered comprises this Report, outlined as follows:

I. Structure
II. Organization
III. Finances
IV. Personnel
V. Services
VI. Physical Facilities
VII. Details of Implementation

I. STRUCTURE

RECOMMENDATIONS.

1. That at this juncture each of the two libraries under consideration in this analysis (Tacoma Public Library and Pierce County Rural Library District) retain its present legal structure; and that they, together, negotiate a contract, permissible under Washington Library Law, whereby they may effect a merger of their two libraries to the extent, nature and degree of unification delineated in the sections of thie Report which follow under: II. Organization; III. Finances; IV. Personnel; V. Services; VI. Physical Facilities.

2. That it be clearly understood that this partial amalgamation herein recommended is a first, immediate and compromise step, made necessary by the current financial inequities, toward what is clearly indicated as being the best public library structure presently known for this situation, viz., the regionalization of the libraries in Pierce County.

3. That nothing recommended herein, while admittedly a matter of current expediency rather than a first choice of the ideal structure, will prohibit, hinder or delay the merger of the libraries into a complete Regional Library; on the contrary, most of the reorganization necessary to meld two separate libraries into a Regional Library shall already have been achieved under these proposed arrangements.

Structure - Continued

4. That the question of future regionalization of their public libraries be kept foremost on the thinking and planning agenda of all trustees and administrators of the libraries serving the residents of Pierce County; that the expediency of such regionalization be a matter of continuous study; and that there be personal observations made of the ways in which other regions in the state of Washington are encompassing their conditions of fiscal inequity while they work toward libraries' common problem of securing sufficient financial support for adequate services at the county level.

5. That the failure to include in this Report any organizational structure or budget proposal for the libraries in Pullayup, Sumner and Milton is not to be construed as any suggestion or recommendation that they should not be included in the proposed system, that they would not contribute measurably to its success, nor that they would not benefit greatly from participation in the cooperative arrangements herein described; that they be apprised of the matters now under consideration by the Tacoma and Pierce County boards of trustees and be invited to join in whatever cooperative measures result from this study; and that, furthermore, the incorporated towns not being served by public libraries be invited to participate.

II. ORGANIZATION

RECOMMENDATIONS.

That the two libraries be merged on the basis of the Organizational Chart illustrated in Schedule # 1 on the page following.

Considerations and Observations.

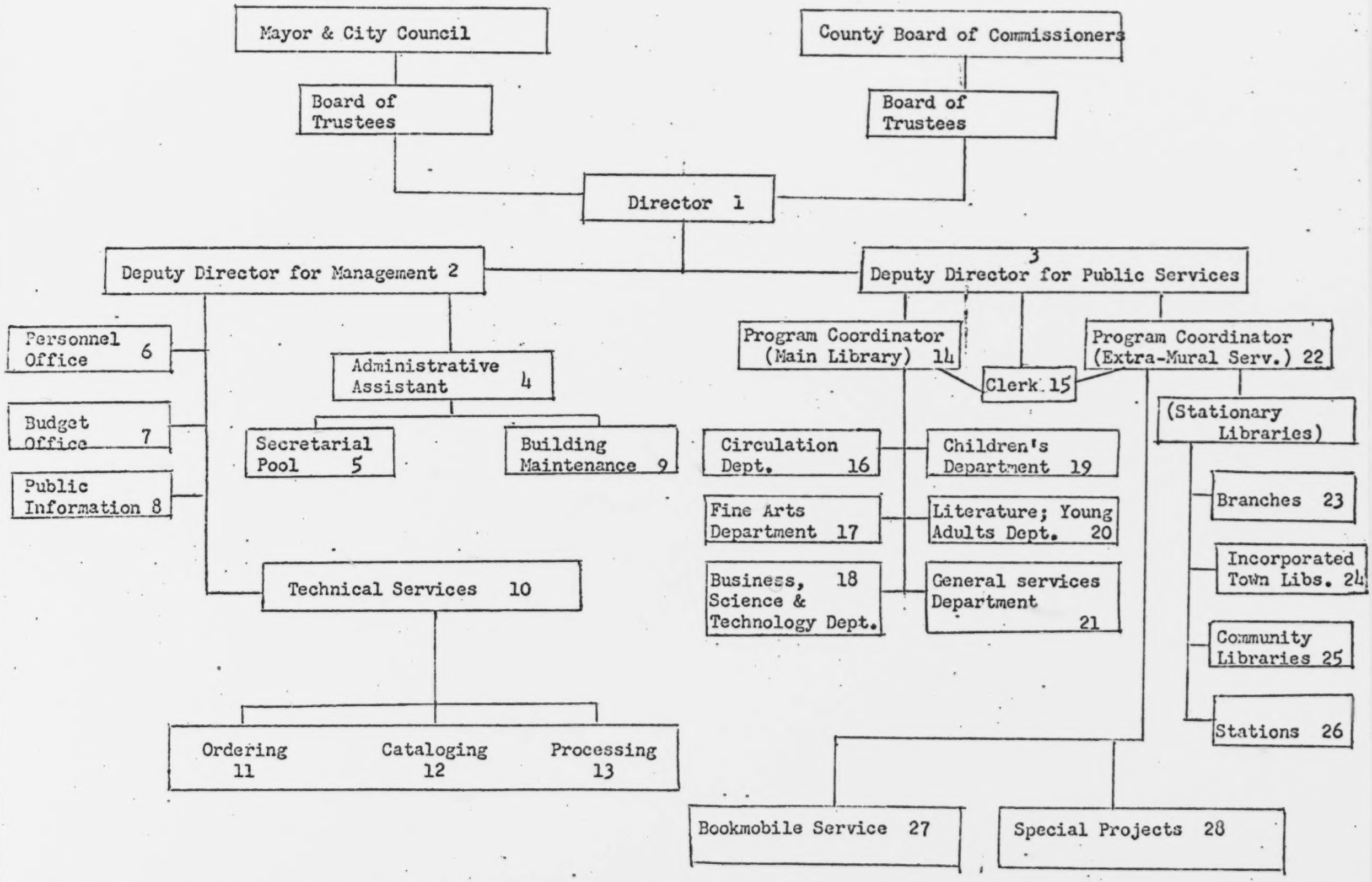
This organization proposed the preservation of the two legal library entities with their respective boards of trustees kept intact and with each Board retaining its authority for providing library service under Revised Code of Washington, Section 27.12.190.

The contract establishing this unified organization should provide for whatever procedures the two boards of trustees deem most practical for joint policy setting and library control. Different sets of library boards operate in different ways to achieve smooth functioning of this dual-board responsibility, among which are:

- Regular joint meetings of all ten trustees;
- Mutual agreements among the trustees as to the composition of an Executive Board to handle regular monthly business with joint meetings held less frequently;
- Committee structure within the 10 member group with specific duties for each Committee.

Although any of these methods can and does work, the first one is recommended, especially in the early stages of amalgamation. Nothing herein is to be interpreted as meaning that the importance, duties, or responsibilities of any trustee or board of trustees is lessened in any way by the proposed merger. Even at the risk of securing a negative vote from some trustee in self defense it must be admitted that the library organization and service herein proposed requires more of trustees rather than less!

ORGANIZATIONAL CHART FOR COMBINED LIBRARY SERVICE



III. FINANCES

RECOMMENDATIONS.

1. That the total funds available for public library services from all sources in Tacoma and Pierce County Rural Library District be divided into separate operating budgets as follows:

A. Basic Services Budget
B. Tacoma Enrichment Budget
C. Special Projects Budget

2. That the Board of Trustees of the Pierce County Library consider the allocation of a fixed amount of money from its Accumulation Fund to provide a fourth budget, in addition to the three above, as a Pierce County Equalization Budget to be spent for Capital Outlay to help close the gap in resources between the two library systems.

Considerations and Observations.

Because of the importance of the financial aspects to any cooperative library venture, these supporting data are given on pages following:

Schedule # 2 - SOURCES OF REVENUE. (Explanations follow the Schedule.)

Schedule # 3 - SUMMARY OF CURRENT BUDGETS. (Presented for comparative purposes.)

Schedule # 4 - DETAILS OF CURRENT BUDGETS. (Breakdown of Schedule # 3, presented to assure that all necessary items are included in new budgets.)

Schedule # 5 - BASIC SERVICES BUDGET. (Explanations follow the Schedule.)

Schedule # 6 - TACOMA ENRICHMENT BUDGET. (Safeguards Tacoma's better library support. This budget guarantees Tacoma residents service at least at the same level as before new organization; : BASIC SERVICES BUDGET makes provisions for increased services over what was being given before new organization. See V. SERVICES.)

Schedule # 7 - SUMMARY OF ALL RECOMMENDED BUDGETS.

One all-encompassing fiscal fact must be forcefully stated and clearly understood: THE FINANCIAL GAP BETWEEN THESE TWO LIBRARIES MEANS THAT ONE HAS TOO LITTLE MONEY, NOT THAT ONE HAS TOO MUCH MONEY!

The terms used herein are unavoidably relative. The B S of BASIC SERVICES might be interpreted to mean "below standards" while the term "enrichment" might erroneously lead one to expect more than the bare minimum standards it provides.

Schedule # 2

SOURCES OF LIBRARY REVENUES

	Current (1968) Budget		Basic Services Budget 3	Tacoma Enrichment Budget 4	Pierce Co. Equalization Budget 5	Special Projects Budget 6
	Tacoma P.L. 1 *	P.C.R.L.D. 2 **				
1. Direct 2 mill tax levy		$344,035	$344,035 (1)		(10)	
2. 2 mill equivalent from Municipal General Fund			408,000 (2)			
3. Contracting towns or libraries						
A. At 2 mill level		16,215	16,215 (3)			
B. At a fixed sum	$ 11,200 (11)			$ 1,200 (4)		
4. Non-resident Fees	1,400			1,400		
5. Fines	30,000	7,000	7,000	30,000		
6. Miscellaneous	800			800		
7. Municipal General Fund	788,877			380,877 (5)		
8. Interest		13,250	13,250 (6)			
9. Special Projects Grants	600	11,118				$11,718 (7)
10. Cash Balance						
A. Surplus from 1967 Operating Fund		14,468	14,468 (8)			
B. 1967 Grants for Special Projects		30,532				30,532 (9)
11. TOTALS	$832,877 (12)	$436,618 (12)	$802,968 (13)	$414,277 (13)		$42,250

(For explanatory notes on items with numbers in parentheses see next page)

* Tacoma Public Library

** Pierce County Rural Library District

Schedule # 2 - Continued

SOURCES OF LIBRARY REVENUES

- Explanatory Notes -

Note: The numbers below correspond to the numbers in parentheses following the different items on the preceding page, Schedule # 1.

(1) Anticipated Pierce County income from its legal limit of TWO mill tax.

(2) Amount a TWO mill levy would bring if City of Tacoma carried such levy.

(3) Income from 8 incorporated towns contracting with Pierce County: Buckley, Carbonado, Eatonville, Gig Harbor, Orting, Roy, Steilacoom, Wilkeson.

(4) Sum paid Tacoma by Fircrest for service to its more then 4,000 people; assessed valuation of Fircrest over 3½ million dollars.

(5) Amount appropriated by the City of Tacoma for library operation for 1968 is $788,877. When the equivalent to a TWO mill tax levy (see item 2 above) is subtracted it leaves $380,877 from city's funds which is recommended to be used in TACOMA ENRICHMENT BUDGET for services within the corporate limits of Tacoma and not involved in the merged funds jointly operated.

(6) Interest from the surplus in Pierce County's ACCUMULATION FUND.

(7) A combination of funds made available to Tacoma ($600) and Pierce County ($11,118) by Washington State Library to support its contract with these libraries to render service to state institutions within their respective service areas.

(8) A sum which accumulated due to staff vacancies and resignations and inability to get book deliveries within given fiscal period.

(9) Grants made during the State's last fiscal year for expenditure in the county's current fiscal year.

(10) No revenue is shown to support this Budget since the purpose of this analysis is to see what can be done in the way of library cooperation WITH THE MONIES CURRENTLY BEING USED FOR LIBRARY PURPOSES. However, it is recommended that the Trustees make an annual budget of this nature from its ACCUMULATION FUND to help close the inequality gap between its resources and those of Tacoma and to enrich its library services.

(11) Includes the $10,000 paid by Pierce County to Tacoma for support of its contract for over-the-desk service to Pierce County Rural Library District residents.

(12) and (13) There is $10,000 difference in sum of two columns under (12) and two under (13). This is the $10,000 in (11) above, which cannot be counted twice under cooperative arrangements.

SUMMARY OF CURRENT BUDGETS (1968)

NOTE: For detailed breakdown of these current operating budgets see next page.

Category	Tacoma Public Library	Pierce County Rural Library District	Total
A. Maintenance and Operation	$ 122,206 **	$ 78,685	$ 200,891
Percentage	15%	18%	16%
B. Salaries and Wages	588,199	248,362	836,561
Percentage	70%	57%	66%
C. Capital Outlay	122,472 **	109,571	232,043
Percentage	15%	25%	18%

****

USE AND SUPPORT SUMMARIES

Population (Est. January, 1968)	156,000	191,661	347,661
Income Per Capita	$ 5.33	$ 2.22	$ 3.68
Expenditure for Books	$ 112,500	$ 96,161	$ 208,661
Expenditure for Books Per Capita	$ .72	$ .50	$ .60
Expenditure for Books % of Total Funds	14%	22%	16%
Total Library Circulation for 1966	1,131,566	551,566	1,683,132
Per Capita Circulation Based on 1966 population: Tacoma 155,000 P.C.R.L.D. 172,000	7.3	3.2	5.1
Cost Per Circulation Based on 1966 budget	$ .64	$ .75	$ ..68

Random Notes

1. Bookmobile accounts for 1/3 of P.C.R.L.D.'s total circulation (1966)

2. Tenzler Branch accounts for ¼ of P.C.R.L.D.'s total circulation (1966)

** Books have been transferred in this Report from M & O in current Tacoma budget to Capital Outlay

Schedule # 4

1968 CURRENT OPERATING BUDGETS

	Detailed Breakdown				
		Tacoma Public Library		Pierce County Rural Library District	TOTALS
CAPITAL OUTLAY					
1. Books & Periodicals		$112,500		$ 96,161	$ 208,661
2. Furniture & Equipment		9,972		2,110	12,082
3. Reserve Fund for Future Bookmobile Purchase				1,000	1,000
4. Other Mobile Equipment				2,300	2,300
5. Building Reserve				10,000	10,000
Sub-total Capital Outlay		($122,472)		($111,571)	($ 243,043)
MAINTENANCE AND OPERATION					
6. Postage		$ 2,700		$ 1,800	$ 4,500
7. Supplies, Office & Library		16,500		9,240	25,740
8. Printing & Publicity				2,730	2,730
9. Dues, Professional		1,420		1,015	2,435
10. Audit				500	500
11. Miscellaneous & Contingency		150		1,325	1,475
12. Janitorial Service				350	350
13. Insurance		824		4,800	5,624
14. Office Equipment Rental & Upkeep		5,613		2,090	7,703
15. Travel		1,600		2,700	4,300
16. Rent and Storage				5,760	5,760
17. Service Contracts				11,755	11,755
18. Utilities (Heat, lights, water, gas)		19,100		1,550	20,650
19. Local telephone		4,549		2,700	7,249
20. Bookmobile & Vehicle Oper.		350		2,940	3,290
21. Employee Benefits		66,900		25,130	92,030
22. Bldg. Maintenance & Repair		2,500		300	2,800
Sub-total Maint. & Operation		($122,206)		($ 76,685)	($ 198,891)
SALARIES					
23. Salaries and Wages		$588,199		$248,362	$ 836,561
TOTALS		$832,877		$436,618	$1,269,495

Schedule # 5

Item	BASIC SERVICES BUDGET (Merged Operations) Total Allocation		From Funds of Tacoma Public Library	From Funds of Pierce County Library	
CAPITAL OUTLAY					
1. Books & Periodicals	$173,950		(a) $108,514	$ 65,436	
2. Furniture & Equipment	W.S.L.				
3. Bookmobile Purchase	W.S.L.				
4. Reserve Fund for Future Bookmobile Purchase	5,000			(c) 5,000	
5. Other Mobile Equipment	2,300			(d) 2,300	
Sub-total Capital Outlay	($181,250)		($108,514)	($ 72,736)	
MAINTENANCE AND OPERATION					
6. Postage	$ 6,500		$ 6,500		
7. Supplies, Office & Library	28,000		(e) 8,000	(e)20,000	
8. Printing & Publicity	3,000			3,000	
9. Dues, Professional	1,800		1,700	100	
10. Miscellaneous & Contingency	1,818		(f) 818	(f) 1,000	
11. Insurance	1,150		(g) 150	(g) 1,000	
12. Office Equipment Rental & Upkeep	6,000			6,000	
13. Travel for Conferences	2,500		1,250	1,250	
14. Travel for Supervision and Training	2,500			(h) 2,500	
15. Rental for Films	3,000			3,000	
16. Utilities (Heat, water, gas and lights)	(i)10,000		(i)10,000		
17. Telephone	5,450		5,450		
18. Bookmobile & Vehicle Operations	8,000			8,000	
19. Employee Benefits	57,000		(j)27,000	(j)30,000	
Sub-total Maint. & Operation	($136,718)		($ 60,868)	($ 75,850)	
SALARIES					
20. Salaries and Wages	(k) $485,000		(k) $238,618	(k) $246,382	
TOTALS	$802,968		$408,000	$394,968	

(For explanatory notes on items with letters in parentheses see next page)

Schedule # 5 - Continued

BASIC SERVICES BUDGET
(Merged Operations)

Note: The letters below correspond to the letters in parentheses in front of the different items on the preceding page, Schedule # 5.

General Comment. In allocating the expenditures between the two sources of income attempts have been made to simplify bookkeeping as much as possible by assigning entire items to one source and other entire items to another source. Appropriating authorities may wish for a more detailed allocation of funds spread through all items. This can be done, of course, if necessary, but in the interest of minimizing bookkeeping it should be avoided as much as possible, so long as the money covers everything needed.

(a) Amount of $108,514 represents an actual increase in book funds because the amount in current budget for books includes processing supplies. In this budget processing supplies are in Item 7; all of this $108,514 will be for books, periodicals, pamphlets and other library materials - not supplies or processing materials.

(b) To get full amount available for books under this budget add the $37,030 which is being spent for books under the Special Projects Budget, making a total amount of books from county's share of the combined funds $102,496.

(c) Substantial amounts should be invested for replacement of aging bookmobiles.

(d) A staff car for delivery and supervisory use is budgeted by Pierce County.

(e) See (a) above. Sum has been increased to provide for processing materials included currently in book item of budgets.

(f) Amounts are included to take care of whatever may have been omitted in budget or small emergencies that may occur.

(g) For vehicle insurance only; building insurance in TACOMA ENRICHMENT BUDGET.

(h) See comments in V. SERVICES below on proposed stepped-up training program.

(i) Utility costs have been divided between merged operational funds (BASIC SERVICES BUDGET) and the TACOMA ENRICHMENT BUDGET about equally on assumption that uses of Main Library will be divided about 50-50.

(j) Employee Benefits allocation has been figured so that all employees will have the benefit of the better working conditions of the two libraries. If this should be miscalculated in this budget - and it may well be since it is virtually impossible to figure this exactly without a specific payroll from which to work - the Employee Benefits may have to be adjusted to insure that no Tacoma Public Library employee experiences decreased benefits.

(k) For detailed salary breakdown see IV. PERSONNEL below and Schedule # 11.3

Schedule # 6

TACOMA ENRICHMENT BUDGET

		Total	Main Library	* Branch System	
CAPITAL OUTLAY 1. Books & Periodicals	All Library Materials to be Purchased from BASIC SERVICES BUDGET				
2. Furniture & Equipment		$ 2,075		$ 2,075	
Sub-total Capital Outlay		($ 2,075)		($ 2,075)	
MAINTENANCE AND OPERATION					
3. Insurance		3,000	$ 3,000		
4. Office Equip. Rental & Upkeep		1,563	63	$ 1,500	
5. Utilities (Heat, light, water, gas)		19,150	10,700	8,450	
6. Telephone		1,398		1,398	
7. Employee Benefits		35,006	35,006		
8.. Building Maintenance		2,500	2,500		
Sub-total Maint. & Operation		($ 62,617)	($ 51,269)	($ 11,348)	
SALARIES 9. Salaries and Wages		$349,585	$156,943)	$192,642	
10. Soc. Sec. & Retirement	See Item 8 above				
Sub-total Salaries		($349,585)	($156,943)	($192,642)	
TOTALS		$414,277	$208,212	$206,065	

* These figures provide that the present Tacoma Branches be operated on the same budget as is currently allocated for their needs.

Schedule # 7

SUMMARY OF ALL RECOMMENDED BUDGETS

	Total Funds From All Sources for Public Library Services				
	BASIC SERVICES BUDGET	TACOMA ENRICHMENT BUDGET	PIERCE CO. EQUALIZATION BUDGET	SPECIAL PROJECTS BUDGET	GRAND TOTALS
CAPITAL OUTLAY					
1. Books & Periodicals	$173,950			$37,630	$ 211,580
2. Furniture & Equipment	W.S.L.	$ 2,075			2,075
3. Bookmobile Purchase	W.S.L.				
4. Reserve Fund for Future Bookmobile Purchase	5,000				5,000
5. Other Mobile Equipment	2,300				2,300
Sub-total Capital Outlay	($181,250)	($ 2,075)		($37,630)	($ 220,955)
MAINTENANCE AND OPERATION					
6. Postage	$ 6,500				$ 6,500
7. Supplies, Office & Library	28,000			$ 2,640	30,640
8. Printing & Publicity	3,000				3,000
9. Dues, Professional	1,800				1,800
10. Miscellaneous	1,818				1,818
11. Insurance	1,150	3,000			4,150
12. Office Equipment Rental & Upkeep	6,000	1,563			7,563
13. Travel for Conferences	2,500				2,500
14. Travel for Supervision and Training	2,500				2,500
15. Film Rental	3,000				3,000
16. Utilities (Heat, water, lights, gas)	10,000	19,150			29,150
17. Telephone	5,450	1,398			6,848
18. Bookmobile & Vehicle Operation	8,000				8,000
19. Employee Benefits	57,000	35,006			92,006
20. Building Repairs		2,500			2,500
Sub-total Maint. & Operation	($136,718)	($ 62,617)		($ 2,640)	($ 201,975)
SALARIES					
21. Salaries and Wages	$485,000	$349,585		$ 1,980	$ 836,565
TOTALS	$802,968	$414,277		$42,250	$1,259,495

IV. PERSONNEL

RECOMMENDATIONS.

1. That the organizational structure herein proposed be manned by the personnel now serving the Tacoma and Pierce County libraries, blended together according to the STAFF AND SALARY BREAKDOWN FOR COMBINED SERVICE on the pages following.

2. That it be noted that no references have been made to any individuals in outlining these proposals for personnel utilization for the reasons that the author of this Report is not sufficiently acquainted with the employees to make such decisions, that no one should be setting up another's staff, and most importantly, it is strongly recommended that the interests and preferences of the different staff members as well as their talents and skills be taken into consideration by the three executives whose responsibility it is to convert these descriptive titles into active, productive people.

Considerations and Observations.

It is in this Section on PERSONNEL that this program will succeed or fail. No human being has ever been able to devise anything that some other human being could not wreck. Library service, alas, is no exception! Little people entrenched in big places have perpetuated many uneconomical, cumbersome, inefficient library structures; have let fear of the unknown bind them hopelessly to the too-well-known; have worshipped false gods of identity; have lost sight of their readers in the dust of inertia, complacency and weariness. Where libraries do not meet the demands of the times or satisfy the needs of people it is librarians, not libraries, who have failed. With too few exceptions, the library profession has not faced the fact that the increasing struggle for the tax dollar makes prudence and efficiency mandatory, not permissive; imminent, not problematical.

No library proposal, then, can escape consideration of the human elements involved, however much easier it may be to deal with the objectivity of figures,

Personnel - Continued

charts, and budgets. In calculating the chances for success of the proposed merger the people who must operate it came in for evaluation. These are the questions that were asked, sometimes aloud, sometimes silently: Is there acceptance of the necessity for change? Is there confidence in the administrators of the present systems? What degree of acceptance is there for new ideas? How deep are the ruts? How good is staff morale? Is there courage of conviction? Professional integrity? Enthusiasm? Willingness to express ideas that may be different, to work on new approaches and new techniques? How much margin is there for compromise on methods, work habits, routines?

Enough favorable answers to these subjective questions emerged for the prediction to be made that the proposal can succeed, that the staff members have enough elasticity to work together for better library service, and that by their very differences in experience and training they have much to give each other. 38 professional librarians have more ideas than 27; two very different approaches to library service have much to be said for each. It seems safe to predict that the best will be forthcoming from these librarians who expressed themselves freely, asked penetrating questions, appeared to be entirely candid in their answers, and admitted quite honestly to a mixture of anticipation and apprehension over impending events.

This library merger will need librarians who are adaptable to change, imaginative in outlook, pleasant in personality, serious in purpose, dedicated to service, professional in attitude, energetic in activity, progressive in approach, and courageous in character. There is every reason to believe that these staffs, as now constituted, can produce all of these.

Personnel - Continued

Employee Benefits.

There is one conspicuous omission in this Report. (There are probably many others but this is one the author recognizes!) It was suggested and planned that there be included a detailed analysis of the difference in the retirement systems, insurance coverage, and other employee benefits between the two libraries. When the writing was done, some 2,000 miles from access to additional information, it was found that there was not enough specificity on the State Retirement System, participated in by Pierce County, to make adequate comparisons with the Tacoma retirement program for its city employees. Rather than delay the entire Report it was decided that inclusion of sufficient funds in the budget to cover both programs would take care of that problem until detailed staff assignments were worked out on the basis of preference and proficiency. Several successful cooperative library systems are operating with different payrolls being the source of remuneration for different staff members. This does not present an insurmountable barrier.

There are slight differences in vacation allowances and some small variations in sick leave policy; but again, nothing that cannot be changed by simple adjustment in Board policy. Holidays are essentially the same for both city and county offices. Concern for the well-being of the employees seemed to permeate both sets of personnel policies and when such a humane spirit does exist, minor differences present no serious problems to unification.

Schedule # 8 (1)

STAFF AND SALARY BREAKDOWN FOR COMBINED SERVICE

Chart #	Department	Position	Classification	SALARIES Basic Services Budget	SALARIES Tacoma Enrichment Budget	TOTAL
			MANAGEMENT			
1	Administration	Director	Executive	14938		
2	Same	Deputy Director for Management	Executive	12046		39030
3	Same	Deputy Director for Public Services	Executive	12046		
4	Same	Administrative Assistant	Clerk IV	7050		7050
5	Same	Secretarial Pool	Clerk II	5181		9673
5	Same	Secretarial Pool	Clerk I	4492		
6	Same	Personnel Assistant	Clerk III	5760		5760
7	Same	Budget Assistant	Clerk III	6475		6475
8	Same	Public Relations Assistant	Clerk III	6777		
8	Same	Staff Artist	Clerk III	6777		20147
8	Same	Clerical Assistant	Clerk I	4343		
8	Same	Telephone Operator			2250	
9	Maintenance	Superintendent			7724	
		Fireman-Custodians		6475		
		(2)		6475		
		(3)			6401	
		(4)			6326	47790
		(5)			5905	
		(6)			5484	
		Substitute Custodian			3000	
10-13	Technical Services	(To Be Determined)		95886		95886

Schedule # 8 (2)

Chart #	Department	Position	Classification	SALARIES Basic Services Budget	SALARIES Tacoma Enrichment Budget	TOTAL
		PUBLIC SERVICES (Main Library)				
14	Public Services	Program Coordinator (Main Library)	Librarian IV	10260		15441
15	Same	Clerical Assistant	Clerk II	5181		
16	Circulation	Head		8132		38057
		Assistant		5662		
		Clerical Assistants	Clerk I (4½)	19913		
		Students	(Hourly $1.81)	4350		
17	Fine Arts	Head	Librarian III	9818		26326
		Assistant Librarian	Librarian II	7409		
		Clerical Assistant	Clerk I	4528		
		Clerical Assistant	Clerk I (½ time)	1574		
		Students	(Hourly .99)	2200		
		Trainee	Part-time	797		
18	Business, Science and Technology	Head	Librarian III	9818		41667
		Assistant Librarian	Librarian II	7770		
		Assistant Librarian	Librarian II	7175		
		Library Assistant	Clerk II	5662		
		Clerical Assistants	Clerk I	4699		
		Same	Clerk I	4343		
		Students	(Hourly $1.35)	2200		
19	Children's	Head	Librarian III		9818	42227
		Assistant Librarian	Librarian II		8262	
		Assistant Librarian	Librarian I		6237	
		Clerical Assistant	Clerk II		5662	
		Clerical Assistant	Clerk I		4699	
		Clerical Assistant	Clerk I	4699		
		Students	(Hourly $1.22)		2850	
20	Literature and Young Adults	Head	Librarian III		9379	44361
		Assistant Librarian	Librarian II		8523	
		Assistant Librarian	Librarian I	7890		
		Clerical Assistants	Clerk III		6777	
		Same	Clerk I	4699		
		Same	Clerk I	4343		
		Students	(Hourly $1.23)	2750		
21	General Services	Head	Librarian III		9818	75829
		Assistant Librarians	Librarian II		8523	
		Same	Librarian II		8523	
		Same	Librarian II	8262		
		Same	Librarian II		7890	
		Clerical Assistant	Clerk III		6777	
		Clerical Assistant	Clerk II	5181		
		Same	Clerk II	5181		
		Same	Clerk II		5181	
		Same	Clerk I		4343	
		Students	(Hourly $2.62)		6150	

Chart #	Department	Position	Classification	SALARIES Basic Services Budget	SALARIES Tacoma Enrichment Budget	TOTAL
		PUBLIC SERVICES (Extra-Mural; Extension)				
22	Extension	.Program Coordinator for Extension	Librarian IV	10260		27934
		Clerical Assistant	Clerk II	5621		
		Clerical Assistant	Clerk I	4343		
		Driver		3960		
		Driver		3750		
23	Extension-Branches	Branches Staff	Various Classifications	26922	192642	219564
24	Extension-Contracting Municipal Libraries	Note: These 3 forms of extension service are manned by library assistants and clerks, many of them part-time, with varying degrees of experience and training, but all non-professiona.				
25	Extension-Community Libraries			19090		19090
26	Extension-Stations					
27	Extension-Bookmobiles	Bookmobile Librarian	Librarian II	7920		
		Bookmobile Librarian	Librarian II	7920		
		Bookmobile Librarian	Librarian II	7920		
		Clerical Assistant	Clerk I	4699		50438
		Same	Clerk I	4699		
		Driver		6000		
		Driver		5760		
		Driver		5520		
	SUBSTITUTES			1399	441	1840
			TOTALS	$485,000	$349,585	#834,585

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Financial Summary of Staff and Salary Breakdown

Basic Services Budget	$485,000	
Tacoma Enrichment Budget	349,585	
Special Projects Budget	1,980	
TOTAL OF ALL SALARIES		$836,565

V. SERVICES

When budgets have been prepared, organizational charts drawn, legal requirements satisfied, personnel brought into harmony, and technical differences reconciled there remains the truly fundamental question:

HOW MUCH BETTER WILL LIBRARY SERVICE BE?

The unification of these two libraries has been recommended on the premise that:

1. It will buy more library service for the same money
2. It will be mutually beneficial to both libraries
3. It will be administratively feasible
4. It will conform to the best thinking that modern librarianship can produce at this time
5. It presents a framework that is adaptable to change and growth
6. It offers an example to other governmental services in the experience of working together

MUTUAL BENEFITS.

For the Tacoma Public Library there will be:

1. Bookmobile service where needed in the municipal areas
2. A personnel office
3. Assistance for the Public Information Services with staff to carry on a well-organized program of systematic releases to news media and clerical assistance to staff artist
4. Increased hours in the Children's Department
5. Better ratio of professional to clerical staff
6. First big step in compilation of a union list of all library resources (materials) in the county
7. Infusion of a new approach to several areas of librarianship
8. Personnel for coordination of services in the Main Library, releasing the Assistant Librarian for concentration on management problems
9. Personnel for coordination of programs outside of the Main Library with special attention to unserved areas of the city

Services - Continued

For the Pierce County Rural Library District there will be:

1. A roof over its head (And a library roof, at that!)
2. Ready access to Tacoma's basic book collection
3. Association with and guidance from older, more experienced librarians with deep community roots and wide community acceptance
4. Release from many duplicated clerical tasks for time to work on direct service programs out among the library outlets
5. Better pay scale in some instances
6. Release from worries about headquarters building in order that time and attention may be giving to securing more adequate facilities for service outlets
7. Broader experience for staff members with work in a larger, more formalized system
8. More direct contact with people seeking actual library service

For both libraries there will be:

1. More people with more ideas
2. More books and other library materials
3. Personnel and money for new library programs (Work with the Disadvantaged, Improved Mobile Service, Extended Audio-Visual Program)
4. The challenge of change
5. The excitement of things happening
6. Freed time for planning, study, experimentation
7. The experience of adjustment to different ideas, approaches, and methods of operation
8. The examination of long held ideas, notions, prejudices, and convictions
9. The sense of being able to render better service to more people
10. Better equipment and future possibilities for more adequate working quarters

Services - Continued

OVERCOMING DIFFERENCES.

Admittedly, there are wide variations in the two libraries which are proposed for this merger. Their causes are historical, geographical, and financial. They show up in:

A. Support
B. Physical Facilities
C. Materials
D. Salaries
E. Staff strength
    (1) Total numbers
    (2) Experience
    (3) Ratio of professional and non-professional
F. Nature and distribution of population to be served
G. Rate of population growth

Details of these differences have been adequately surveyed and fully reported through other avenues. It remains here, then, to admit to them and to explain why, in the face of such variations, recommendations still are made to unify the two libraries into a single operational service unit. The mutual benefits listed above give positive expression to the WHY.

One other aspect of these variations needs brief treatment here. It has to do with the rapidity with which the gap between these two libraries is closing.

When the Richards-Schenk survey was made in 1965 the Pierce County Library was found wanting on many, many counts. The phenomenal progress made by that library in the brief 2½ year span since the issurance of the survey Report merits special mention here in connection with SERVICES and is the single most significant factor in the recommendations for merger of these two libraries. Were it not for these changes and the prevailing climate in which they have been brought about there would be no recommendation from this librarian for unification!

Services - Continued

These changes involve:

1. Upgrading of the book collection
2. Increase in the professional staff
3. Streamlining of many procedures
4. Involvement in imaginative service programs
5. Attention to in-service training needs

There exists now in this library an indefinable atmosphere that portends quality service: a sense of excitement; a spirit of adventure; a bent toward self-evaluation; an eagerness for work, and a joy in service. Special programs are being conceived at a high professional level and carried out with zest and imagination through the leadership of the library's progressive and capable administration.

This is not to suggest that all the shaping-up needs to take place at the county level (few, if any, of us ever "plow as good as we know how") nor that all of the current imagination and self-examining is taking place there. Rather it is to give credit where credit is due and to commend the Pierce County Library for facing its deficiencies and getting to work on them. It says further that joining these two libraries will mean for one that it will be enlivened with this new enthusiasm; and for the other that it will be shored up with experience and strength in resources and materials. It could be a happy and profitable union - happy for the participants and profitable for the 347,661 people who depend upon it for library service.

VI. PHYSICAL FACILITIES

RECOMMENDATIONS.

1. That the headquarters of the Pierce County Library be moved into the Tacoma Public Library and that joint operations be set up in accordance with the other recommendations contained herein; and that careful study be given to the need for rearranging the work areas of the Tacoma Public Library and for utilizing the space available in the old building to accommodate the new "members of the family."

2. That the recommendations and observations of the Mutschler-Mostar Report be given immediate and careful attention; and that a well planned program for providing adequate and modern physical facilities for all of the library outlets needed in this combined service area be worked out; and that library leaders, both lay and professional, get to work at once on implementing the program.

3. That the newly expanded activities being carried on under the unified program of the two libraries serve as a laboratory for determining exactly what type of expansion will be needed for the Tacoma Public Library; and that the county staff and trustees add their influence, know-how and work toward getting voter approval for such expansion when next the issue comes up.

Considerations and Observations.

At the risk of having one's sense of values questioned in placing appearance above more intrinsic matters, let it be here categorically stated that there comes a time in every library's history when WHAT IT LOOKS LIKE is more important than WHAT IT HAS IN IT. In the studied opinion of the librarian making this Report, that time has come for most of the service outlets of the Pierce County Rural Library District.

VII. DETAILS OF IMPLEMENTATION

If the recommendations of this Report are adopted, either wholly or in part, immediate questions of HOW, WHAT and IN WHAT ORDER will arise. For the convenience of the trustees and staffs who will have to begin giving action to these procedural questions almost immediately the following check list is offered out of the experience of other libraries in effecting mergers of this nature:

1. Proposals are presented first to boards of trustees with their library administrators present.

2. If approved by the boards of trustees the proposals are then discussed at length with the staffs of the two libraries.

3. Whatever contact with appropriating authorities is deemed advisable should then be made.

4. At this point, release of the impending merger should be given jointly by both library administrators to the news media with facts written out to avoid misunderstanding and misquotes.

5. Draft a contract suitable to effect the merger and acceptable to both boards of trustees; secure negotiation of same.

6. Prepare an application to the Washington State Library for a grant for funds to take care of the expenses of merging the two libraries (This will be preceded, of course, by a very careful delineation of what these expenses for which there is no budgetary provision will be).

7. An attractive, eye-catching release should be prepared for over-the-desk distribution to all library users apprising them of the changes taking place.

8. Professional preparation for the merger involves:

   A. Staff assignments by the three executive officers (Director and two Deputy Directors)

   B. Charting of new bookmobile routes and working them in with existing routes

   C. Preparation of new fiscal accounting systems to comply with the new budget set-up

   D. Working out joint technical processes including procedures for interfiling the card catalog and shelf lists

   E. Contact with the schools to work out new relationships

Details of Implementation - Continued

F. If service hours are to be increased at any point (Like in the Children's Room), make preparation for same

9. Physical preparation for the merger includes:

A. Study of the floor plans of the Tacoma Public Library and the old library building for purposes of arranging for the increased occupancy (It may be advisable to secure the services of a person skilled in library arrangement and management to help with this on the theory that strangers can often see what others have been walking around for years and never noticed - a trait common to us all.)

B. Making whatever minor repairs and changes (Like moving or adding temporary partitions, etc.) to the building. (No major remodeling is indicated by this.)

C. Ordering of signs to give ample directions to newcomers in the building and to others of long occupancy who are affected by changes

D. Drawing of a chart to show new activities and new locations of work stations and book locations

E. Planning for the actual physical move of books and equipment

SOURCES OF INFORMATION

The work of making this analysis did not require the use of enough written material to merit a formal bibliography. Rather than extensive examination of many sources there has been intensive study of material such as:

- Budgets of the two libraries for 1966, 1967, and 1968
- Assorted materials from the files of both libraries, including:

  Policy statements
  Forms used in administration and services
  Classification and pay plans
  Organizational charts

- Pertinent, miscellaneous information from:

  Personnel Department of the City of Tacoma
  Employees' Retirement System, City of Tacoma
  Pierce County Planning Department

- SURVEY OF LIBRARIES IN PIERCE COUNTY, SEPTEMBER 1967, by the Tacoma-Pierce County Library Council
- PUBLIC LIBRARY SERVICE IN PIERCE COUNTY, WASHINGTON, by John S. Richards and Gretchen Knief Schenk, 1965
- TACOMA-PIERCE COUNTY LOCATION STUDY, by Herbert F. Mutschler and Roman Mostar. 1966